



OFFICE OF  
RESILIENCE AND  
COMMUNITY SERVICES



# Louisville's FY2020 Unsheltered Homeless Initiatives Report

Period One (September 1—December 31, 2019)

*Presented by: Tameka Laird*

*The overall goals of the Street Homeless Initiatives include: move homeless residents from unsheltered to sheltered; engage, educate and improve the collaboration between social service organizations; invigorate and motivate solutions that would change the outcome of homelessness; and create innovative resolutions that will fill the gaps, dissipate barriers and mitigate underlining issues that led to homelessness.*

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## Annual Homeless Street Count Results

*Conducted by the  
Coalition for the Homeless, January 31, 2019*

**Counted 118 people sleeping outdoors  
compared to 153 counted in January 2018  
(23% decrease)**

*(Note: Extreme cold temperatures on this day  
in January 2019 led to more individuals  
outside seeking indoor shelter).*

**2020 Street Count is January 30th!**

## 2018 Louisville Homeless Census

*Released by the Coalition for the Homeless  
on April 19, 2019*

- ♦ Advocates and outreach teams provided services to 6,986 unduplicated homeless people (both unsheltered and sheltered) between Oct. 1, 2017 and Sept. 30, 2018, which was a 4.3% increase from the 6,695 served in the previous year.
- ♦ The number of unsheltered people served throughout 2018 decreased from 774 to 632. (18% decrease). The number of sheltered individuals served increased by 7.3% from 5,921 to 6,354.

# Executive Summary

Louisville Metro Government's Office of Resilience and Community Services (RCS) is pleased to present the first period report for FY20 Street Homelessness Initiatives entitled, "Louisville's FY20 Unsheltered Homeless Initiatives Report: Period One (September 1- December 31, 2019)."

These initiatives are funded by a \$1 million allocation from Louisville Metro Government's FY20 Operating Budget. This is a continuation of work started in early 2019 when the city allocated more than \$500,000 for programs. Both FY19 and FY20 initiatives build on work begun in the fall of 2017 when Mayor Fischer created the Homeless Encampment Task Force, currently chaired by Tameka Laird, director of RCS.

The Task Force was formed in response to the rise in unsheltered homelessness that Louisville, like many American cities, had seen in recent years and the resulting increase of individuals sleeping outside, in encampments, or in places not meant for habitation.

For the FY20 Street Homelessness Initiatives, ten non-profit agencies were awarded funding - chosen in collaboration with the Coalition for the Homeless - to deliver programming and services from September 1, 2019 through June 30, 2020, including: three low-barrier shelter options; moving the temporary storage facility to a more permanent location; continued rapid re-housing and emergency services for families; and funding for street outreach services.

It is also important to note that these initiatives were selected to align with the eight recommendations outlined in the University of Louisville study, "Solving Street Homelessness in Louisville, Kentucky," released in June 2019. (View full report at <https://louhomeless.org/wp-content/uploads/2019/06/Solving-Street-Homelessness-in-Louisville.pdf>).

Through the assistance of U of L through the Commonwealth Institute of Kentucky (CIK), a programmatic evaluation of all the funded Street Homeless Initiatives will be released in summer 2020 which will include:

- An assessment of the individuals served
- A snapshot of the unsheltered population in general
- Recommendations for programmatic enhancements and future funding levels

It is anticipated that this evaluation initiative will lead to publication opportunities that will contribute to the field of "Best Practices" both on a local and national level.

As a community, Louisville attempts to address homelessness in a coordinated and comprehensive manner, using data to identify gaps in services and streamlining the use of valuable community resources. The initiatives targeted for unsheltered homeless individuals -- and the work of the Homeless Encampment Task Force -- are only part of efforts being done to address homelessness in the short-term and for the long-term.

The Office of Resilience and Community Services and Louisville Metro Government are grateful for the expertise and collaboration of our community partners, including organizations that are a part of the Coalition and the countless residents who help our homeless neighbors.

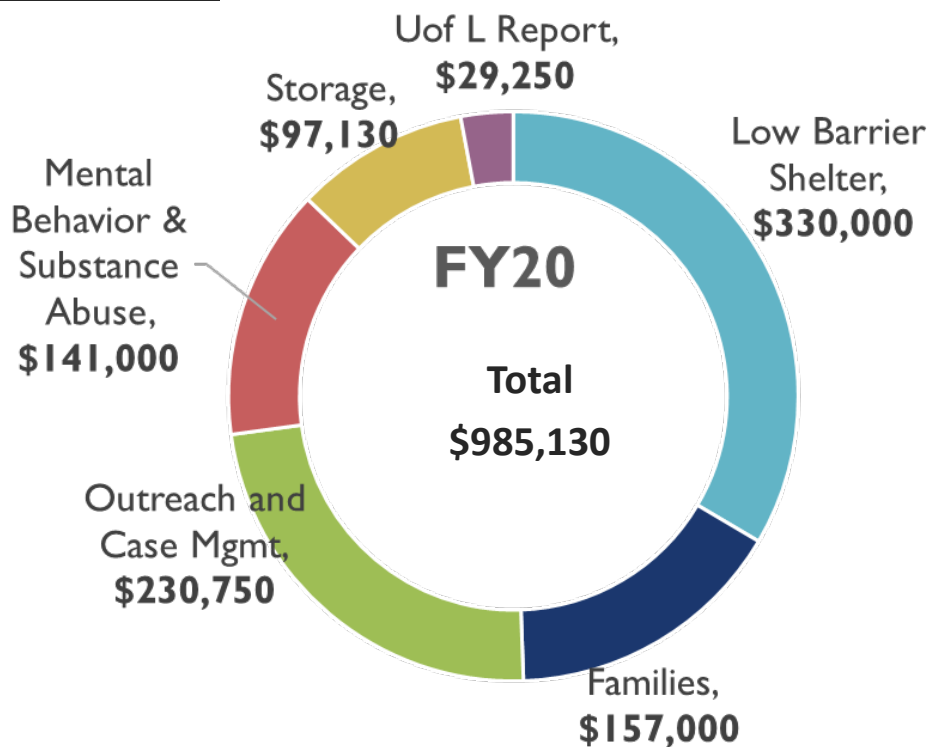
# Executive Overview

## FY20 Timeline and Funding Areas

### Timeline

Activity	Date
Metro Council FY20 Budget approved including \$1 Million for the continuation of the successful unsheltered homeless initiatives.	June 25, 2019
Mayor Fischer, Metro Council members and community partners hold a press conference to announce plans for \$1 Million for FY20. (Programs operating September 1, 2019 - June 30, 2020)	Sept. 6, 2019
Report Due for First Reporting Period: Sept. 1 —Dec. 31, 2019	Jan. 15, 2020
Report Due for Second Reporting Period Jan. 1 - March 31, 2020	April 15, 2020
Preliminary Street Homelessness Initiatives Evaluation Plan released	April 2020
Report Due for Third/Final Reporting Period: April 1— June 30, 2020	July 15, 2020
Final Street Homelessness Initiatives Evaluation Plan released	July 2020

### Funding Focus Areas



# Executive Overview (cont.)

## FY20 Plan and Continued Needs & Identified Gaps

### FY20 Plan

- Mayor Fischer proposed and Metro Council approved \$1 Million from the city's FY20 Operating Budget for the continuation of homeless initiatives.
- In September 2019, 10 non-profit agencies were allocated this funding to administer a plan through June 30, 2020.
- Funding to move the transitional storage launched at a temporary location in March 2019 to a permanent location at the Salvation Army that will have expanded hours of operation. The storage provides a place where individuals experiencing homelessness can store their belongings when going into shelter.
- Three options for low-barrier shelter beds via St. Vincent de Paul, Wayside Christian Mission, and the Healing Place.
- Continued funding for rapid re-housing services and emergency shelter for homeless families, provided by Volunteers of America.
- Ongoing street outreach teams enhanced by social workers and other professionals who can provide behavioral and mental health counseling, drug and alcohol addiction assessments and counseling services, as well as legal expertise.
- University of Louisville will evaluate the effectiveness of each of the individual programs in this initiative.

### **FY20 Plan based on recommendations from U of L's "Solving Street Homeless in Louisville, KY" (released June 2019)**

- 1 Expand and evolve homeless services**
- 2 Encampment policies**
- 3 Create a system of low-barrier shelters**
- 4 Improve collaboration**
- 5 Housing and community development**
- 6 Address root causes of homelessness beyond housing**
- 7 Community education and engagement**
- 8 Evaluate the outcomes of new policies and programs**

### Continued Needs and Identified Gaps

- Continued funding for Homeless Initiatives
- Expediting Louisville Metro Housing Authority (LMHA) inspections
- Recruitment of Landlords / Identifying housing inventory of pre-approved HQS & property maintenance requirements
- Fair Housing Ordinance providing regulations for homeless to be able to live where they want to live (led by Metro Council)
- Better equipping the new and increasing homeless population of Elderly and Disabled persons
- Housing Recidivism - how to keep the homeless housed?
- "Safe parking" options for homeless families/individuals living in their vehicles
- Additional shelter options, in addition to the Healing Place, for sex offenders
- Standardization of referral procedures between service providers
- Calendar of services/events to enhance coordination between service providers
- Refinement of outreach team composition – additional trainings/stakeholder involvement
- Fair Market Rate v Small Area Fair Market Rate
- Federal policies which limit service providers' ability to assist all those in need

# Homeless Initiative Grant

## Demographics of Persons Served

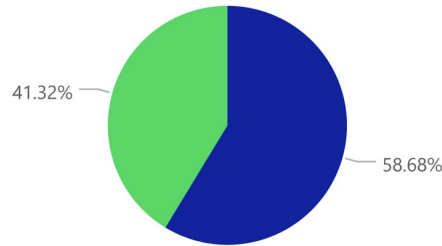
### September 1, 2019 - December 31, 2019

Beneficiary Subpopulations	# Served
1. Children (under age 18)	60
2. Adults (age 18 or over)	1493
3. Seniors (age 55 or over)	359
4. Chronically Homeless Persons	502
5. Fleeing Domestic Violence	97
6. Veterans	113
7. Persons with no Health Insurance	396
8. Total Number of Persons Served	1685

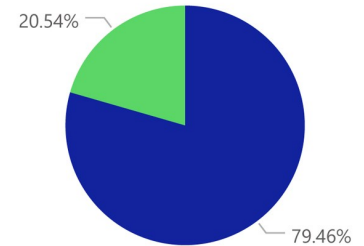
## Chronic v. Non-Chronic Homelessness

(Chronic Homelessness is defined as 12 consecutive months of homelessness or 12 non-consecutive months over a 3yr period.)

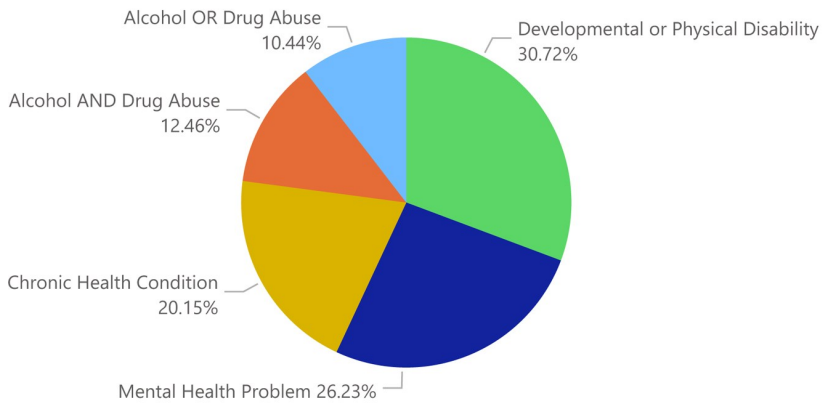
Persons Served by This Grant



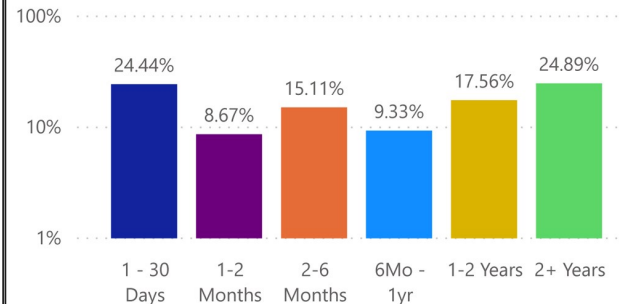
Louisville Homeless Population Overall



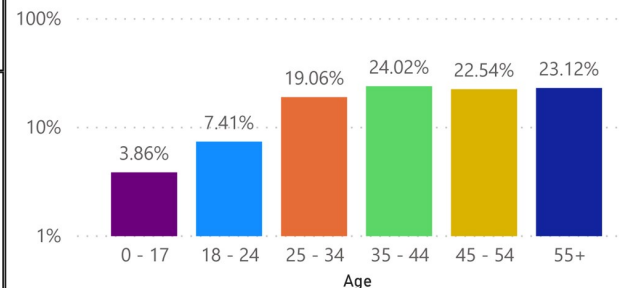
## Health Barriers



## Time Homeless

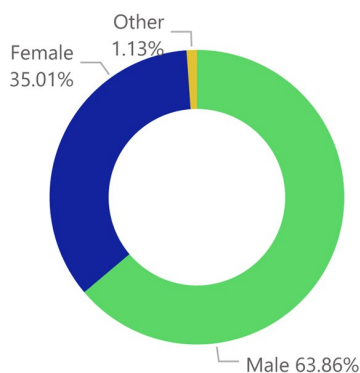


## Age

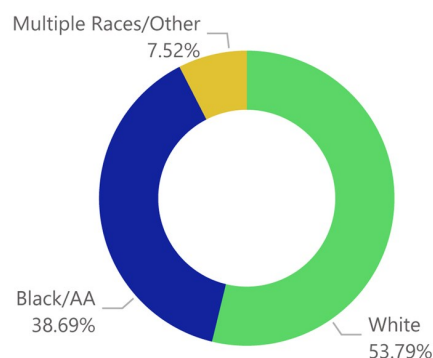


# of Health Barriers Per Person	%
None	32.28%
3+ Conditions	37.94%
2 Conditions	15.10%
1 Condition	14.67%

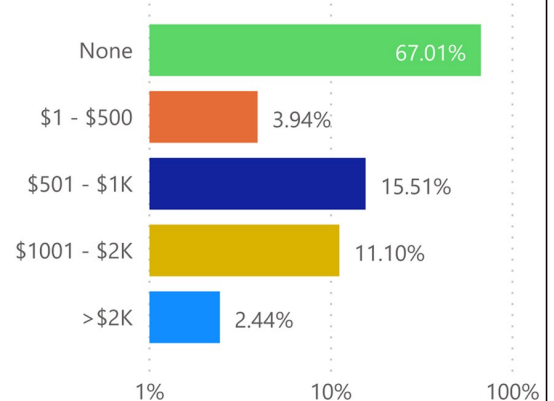
## Gender



## Race



## Monthly Income



# What Do the Data Tell Us?

**Time** to make decisions is limited. Modern life is fast-paced and hectic. We all rely on assumptions.

These data are presented with the hope of making some reconsider what they “know” about persons living without shelter.

## Who Got Help?

For this period, the average unsheltered person served by this grant was:

- Between the ages of 35 and 44 (24%)
- Male (64%)
- White (54%)
- Living on the street for more than 2 years (25%)
- Suffering from 3+ health barriers at once (38%)
- Living with zero income at the time of service (67%)

## How Do You Know?

All data was retrieved from HMIS, the Homeless Management Information System. From the aggregated data it is possible to give a snapshot of all persons served with this funding.

## Is it Equal?

**No.** Street homelessness is the most severe form of housing instability and its impact is disproportionate. The numbers for this period show that street homelessness does not impact Louisville’s people equally. According to the United States Census Bureau, 16% of Jefferson County residents are 65 or older. However, 23% of the street homeless population are seniors. Louisville is 22% African American, but African Americans comprise 39% of those living on the street. Men represent 49% of Louisville’s population, but make up 64% of the community’s homelessness.

**Assumption:** Persons on the street wind up there because they are addicted to drugs.

**Reality:** 68% of persons living on the street served by this grant had at least one health barrier, 38% had three or more. Yet little more than 2 in 10 had issues with drug and/or alcohol abuse.

**Assumption:** Persons on the street are there because they refuse to work.

**Reality:** Living with a mental health problem, physical disability, and chronic illness makes keeping a job that pays well enough to afford medical treatment and housing difficult. Especially considering Louisville has a more than 30,000-unit deficit in affordable housing for persons earning 30% or below of the area median income. Further, more than 90 persons served by this grant had only employment income – no public assistance aside from services provided through the Homeless Initiative.

# Program Outcomes

Agency	Focus Area	Key Outcomes
Low Barrier Shelter		
Wayside Christian Mission	Low-barrier shelter (general)	<p>99.41% occupancy rate (12,128/12,200 nights of lodging)</p> <p>14 families with children exited from HEP/LBS to Wayside's family emergency shelter, 5 of those 14 exited subsequently to permanent housing or rapid rehousing, and 9 of those 14 are still in the family emergency shelter</p> <p>At least 16 individuals are known to have tried work-therapy (a higher level of responsibility and commensurate shelter accommodations)</p>
The Healing Place	Low-barrier shelter for men	<p>Opened December 1, 2019 serving 528 men during the first month</p> <p>23 out of 24 emergency beds occupied each night</p>
St. Vincent de Paul	Low-barrier shelter for men	<p>59% of men in the first quarter who slept in a sanctuary bed achieved greater stability, as evidenced by their positive exit permanent housing, transitional housing or congregate shelter beds</p>
Families		
Volunteers of America	Rapid re-housing for families	<p>Served 59 individuals across 25 households through the Rapid Rehousing program, funded in part by the Homeless Initiative</p> <p>Assisted 16 families in December living in a hotel, to move into their own apartment or to move in to stable housing at Unity House, VOA's emergency shelter</p>
Storage		
Salvation Army	Storage	<p>New storage facility opened on Salvation Army campus, August 1, 2019</p> <p>40-50 clients visit daily</p> <p>In October, purchased two additional storage units and installed bicycle storage</p>

# Program Outcomes (Cont.)

Agency	Focus Area	Key Outcomes
Outreach and Case Management		
St. John Center & UP Louisville	Outreach	<p>Helped 23 households (57% of goal) secure permanent housing</p> <p>Conducted outreach with 639 persons and families (150% of goal)</p> <p>Made 370 referrals to homeless services agencies and shelters (185% of goal)</p>
Clinical		
Family Health Center (Phoenix)	Clinical Outreach	<p>231 project participants received clinical services with 370 encounters</p> <p>33 participants exited the program</p> <p>15 (47%) exited to a positive housing/shelter destination</p> <p>Those not exited continue to receive outreach services</p>
Mental Behavioral		
Wellspring	Mental Behavioral Outreach	92% of current caseload roster (35 clients) were seen by the psychiatrist in 30 days
Legal Services		
Legal Aid Society	<p>Legal Services Outreach</p> <p>Project H.E.L.P. Team</p>	<p>Educated partners and Street Outreach Team members about services and how to refer individuals to Legal Aid</p> <p>Will begin going with street outreach workers into encampments' to provide services</p>

# Impact Stories

## Conducting Outreach

“Ricky” a 20-year old male, began camping in one of Louisville’s largest homeless camps in the summer of 2019. St. John’s Outreach team met Ricky last fall and found he was dealing with some mental challenges, dental issues, and lack of housing and basic resources.

Connective services were provided and the Common Assessment team is currently working to refer him to housing through St. Vincent de Paul’s new Single Room Occupancy for young adults. Ricky reports a higher level of life satisfaction since the implementation of intervention and is now able to articulate concrete changes in his personal life he desires to obtain.



## Assisting Families

Hannah, her husband, and three children found themselves homeless — living in their car — following a serious vehicle accident that left them in unimaginable straights due to high medical bills. Upon reaching out for help, they were referred to staff with Volunteers of America who moved the family right away into a hotel as well as provided clothing and Christmas gifts for the entire family.

The family was so grateful for this assistance and will be able to move into Unity House by the end of the month. Both parents are working again and will not need much assistance to move into their own housing soon.

## Providing Shelter

Ethan, age 22, became homeless after deciding to leave his father’s home because his father was selling drugs. Ethan arrived at the beginning of December with plans on joining the military and leaving his toxic home environment behind for good. He has since been sworn into the United States Armed Forces and is currently on his way to Boot Camp at Fort Bragg, North Carolina.

## Making Connections



# Helping Our Homeless Neighbors

It will take all of us in this compassionate community – government, individuals, centers of faith, and businesses – to make a real impact in addressing Louisville’s homelessness. Find ways to plug in with one of the many organizations or outreach groups serving our homeless neighbors.

**For more information on how you can get involved, visit [louisvilleky.gov](http://louisvilleky.gov) and search for “Helping our Homeless Neighbors.” There you can:**

- ◆ Learn more about volunteering and other ways to support Louisville’s Coalition for the Homeless
- ◆ Connect with a homeless outreach team
- ◆ Connect with an organization that helps the homeless
- ◆ Learn how to contribute to the Positive Change Program
- ◆ Connect a homeless person with resources



Each January, the Coalition for the Homeless conducts a Street Count to verify the number of people sleeping outdoors in our city. They rely heavily on volunteers for this effort; the more they have, the more areas that can be covered, and the greater our chances are of getting an accurate count.

The 2020 Street Count has been scheduled for **Thursday, January 30**, from 4:30-6:30am. Volunteers will meet at [Hotel Louisville](#) at 4:15am and come back after the count for a warm breakfast sponsored by [Aetna Better Health of Kentucky](#) with coffee provided by [Heine Brothers’ Coffee](#). There is also a **mandatory** training session for all volunteers the day prior, **Wednesday, January 29**, from 6-7pm (also at [Hotel Louisville](#)).

If interested in volunteering, contact Erin Rutherford at the Coalition for the Homeless ([erutherford@louhomeless.org](mailto:erutherford@louhomeless.org)).



## **Appendix A: Financials**

## **Appendix B: Collaboration Among Homeless Initiative Recipients**

For more information and updates:  
Visit Louisville Metro Office of Resilience and Community Services website at  
**[louisvilleky.gov/RCS](https://louisvilleky.gov/RCS)**

# Appendix AFY20 Recipient Expenditure Report

## First Period (September 1- December 31, 2019)

UL Street Study Priorities	Name	Scope of Work	Panel Recommended Budget starting 09/01/2019-06/30/2020	1st Quarterly Disbursement	Remaining Balance
Storage					
2 & 4	Salvation Army	Move the temporary storage facility on Liberty Street to the Salvation Army property. We would then take over the daily operations of the storage facility	97,130.00	33,000.00	64,130.00
Low Barrier Shelter					
3	St Vincent DePaul	SVDP is requesting \$30,000 to support the creation of 10 additional overnight beds in individual rooms that would serve people who have special needs that make the congregate dorm setting difficult (those with health and safety concerns.) This is part of SVDP's effort to lower barriers.	30,000.00	10,000.00	20,000.00
3	The Healing Place	Provide emergency shelter for men from Dec 01, 2019 through Mar 30, 2020. Our goal is to remove as many barriers as possible to our overnights shelter. Clients will have access to a clean, safe place to eat, sleep and shower. We will also serve as a resource center	100,000.00	34,000.00	66,000.00
3	Wayside	Wayside Christian Mission proposes to continue its Low Barrier Shelter as its currently being operated. We will continue to address the following barriers. 1) people with their pets 2) couples w/o children 3) families w/o shelter 4) People who have been banned from shelters and who are not violent	200,000.00	67,000.00	133,000.00
Families					
1 & 3	VOA	Proposes to continue our Homeless Encampment and low barrier shelter services to support continued rapid rehousing services and emergency shelter for homeless families in need of immediate housing and supportive services in Louisville	157,000.00	53,000.00	104,000.00
Outreach and Case Management					
1&4	St. John Center and UpLouisville	St. Johns Center's new Homeless Outreach Program, in cooperation with UP, seeks out street homeless individuals and families. The team connects these people with the resources they need to move toward housing, ultimately reducing the number of homeless on the streets.	230,750.00	77,000.00	153,750.00
Behavioral and Mental Health and Substance Abuse					
1&4	Wellspring	Requesting assistance from Metro Louisville to help support an Assertive Community Treatment (ACT) team whose primary focus will be to serve homeless adults with serious mental illness and substance use disorders. Additionally, we will prioritize those who are chronically homeless and anticipate that many will also have co-occurring physical health conditions. The clients we want to serve are those with serious mental illness who have not been well engaged, if at all, in the traditional mental health system, who are often too symptomatic to manage in shelters, and who frequently revolve through the emergency services system without a lasting resolution to their plight. We recognize that cultivating trusting relationships with this population has its challenges but by virtue of the fact that we can offer assistance in getting folks housed, we believe that we have an advantage over many providers. In fact, our niche has become serving the hard to engage population.	100,000.00	34,000.00	66,000.00
1&4	Phoenix Health Center	This project will partially fund a Licensed Clinical Social Worker (or other licensed professional) to provide clinical assessments and counseling services to homeless individuals living on the streets or in emergency shelters.	11,000.00	3,700.00	7,300.00
1&4	Legal Aid Society	The opportunity to collaborate and serve as a resource to the street outreach team, both as a direct resource for training as well as to address client specific issues. Our participation in regular meetings as well as working directly with the team will provide a unique opportunity to assist individuals first hand with legal barriers to safety and secure housing.  As you know, we are also working "upstream" on preventative measures, though not through this specific proposed collaboration. This includes stemming off evictions before they are filed, eviction defense, and community education regarding housing rights. It is our hope to be a source of help to our community in addressing homelessness across the spectrum of prevention of homelessness and action in response to those who are homeless.	30,000.00	10,000.00	20,000.00
U of L Homeless Initiative Evaluation					
7	University of Louisville	Homeless Initiative Evaluation Report *	29,250.00	n/a	29,250.00
		FY20 Homeless Initiative Recipient Total	985,130.00	321,700.00	663,430.00
		Continuation of FY19 services	14,870.00	14,870.00	0.00
		Mayoral Approved Homeless Initiative Budget	1,000,000.00	336,570.00	663,430.00

# Appendix B: Collaboration Among Homeless Initiative Recipients

**Healing Place:** Makes direct referrals (when necessary) to many partners in the community for mental health, case management and addiction services.

**St. Vincent de Paul:** Collaborated with the Salvation Army Center of Hope, Phoenix Health Care for the Homeless, St. John Center's street outreach team, Wellspring, Our Lady of Peace and VOA's Men's Recovery Program. Additionally, there was involved collaboration between Wellspring, St. John's, SVDP and Phoenix Health Care for promotion of medication compliance, crisis prevention and ensuring a continuum of care.

**Volunteers of America:** Referrals to Hotel Louisville, efficiency hotels and VOA's Unity House.

**St John and UP:** Made 370 referrals to homeless services agencies and shelters. This included coordination with the Coalition for the Homeless, Wayside's Low Barrier Shelter, and other shelters across the city as well as the Metro Louisville Health Department's Syringe Exchange Program. Clients, including those with children, were assisted with transitional and permanent housing through collaboration with Wellspring, Volunteers of America, Phoenix Health Care, Salvation Army, St. Vincent DePaul, Veterans Administration, Home of the Innocents, YMCA Safe Place, House of Ruth, and Louisville Metro Government. Continued partnerships with both volunteer and non-profit organizations ensure supportive and appropriate access to services. The Outreach Team works in tandem with other volunteer outreach groups and is in frequent contact with them so as not to duplicate services.


**Wellspring:** Wellspring has received 54 referrals from St. John Center, UP for Women and Children, St. Vincent de Paul and Phoenix Health Center.

**Family Health Center– PH:** The project engaged in active partnership with other grantees, including UP for Women and Children, Wellspring, St. Vincent de Paul, St. John Center, and participates in monthly case review meetings and weekly outreach with the other outreach teams.

**Legal Aid Society:** An attorney from the Homeless Assistance Program/Project H.E.L.P. Team will regularly join the Street Outreach Teams in the next reporting period.

The Project H.E.L.P. Team finds that the monthly Homeless Initiative Meetings between both recipients and outreach teams are an invaluable resource for collaboration with community partners. The opportunity to discuss successes and challenges with other members of the community who are all working towards a common end is a powerful tool, providing constructive resources and information that the Project H.E.L.P. team can apply in their work with homeless populations they serve every day.

**Salvation Army:** The storage facility has become an outreach station with outreach workers from other organizations who come and meet clients there on a regular basis.



# WHO WE ARE

## **LOUISVILLE'S COMMUNITY ACTION AGENCY**

Community action changes people's lives, embodies the spirit of hope, improves communities, and makes America a better place to live. We care about the entire community, and we are dedicated to helping people help themselves and each other.

## **LOUISVILLE METRO GOVERNMENT AGENCY**

RCS' mission, as an agency of Louisville Metro Government, is to fight poverty and promote compassion, stability, and the empowerment of residents and communities.

## **NEIGHBORHOOD PLACE PARTNER**

Neighborhood Place works with communities to provide blended and accessible health, education, employment and human services that support children and families in their progress toward self-sufficiency.

For more information and updates:  
Visit Louisville Metro Office of Resilience and  
Community Services website at  
[louisvilleky.gov/RCS](http://louisvilleky.gov/RCS)